





# National Energy Board

Reasons for Decision

Interprovincial Pipe Line Inc.

Westspur Pipe Line Company Inc.

OHW-2-95



January 1996



# **National Energy Board**

#### **Reasons for Decision**

In the Matter of

Interprovincial Pipe Line Inc.
Westspur Pipe Line Company Inc.

Applications dated 7 September 1995, as amended, for Expansion Facilities and Toll Methodology

OHW-2-95

January 1996

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#### **Recital and Intervenors**

IN THE MATTER OF National Energy Board Act ("the Act") and the regulations made thereunder; and

IN THE MATTER OF applications dated 7 September 1995 from Interprovincial Pipe Line Inc. and Westspur Pipe Line Company Inc. pursuant to section 58 of Part III the Act; and

IN THE MATTER OF an application from Interprovincial Pipe Line Inc. for Orders pursuant to Part IV of the Act respecting toll design and tariffs; and

IN THE MATTER OF National Energy Board Directions on Procedure, Order OHW-2-95.

EXAMINED by means of written submissions.

#### BEFORE:

R.L. Andrew

Presiding Member

R. Priddle

Member

K.W. Vollman

Member

#### INTERVENORS:

AEC Oil and Gas, A Division of Alberta Energy Company Ltd.

Alberta Department of Energy

Amoco Canada Petroleum Company Ltd.

Canadian Association of Petroleum Producers

CANPET Energy Group Inc.

Chevron Canada Resources

EOTT ENERGY Canada Limited Partnership

Express Pipeline Ltd.

Gibson Petroleum Company Limited

Husky Oil Operations Ltd.

Imperial Oil Limited

Koch Oil Ltd.

Natural Gas Pipeline Company of America

Norcen Energy Resources Limited

Northridge Petroleum Marketing Inc.

Novacor Chemicals (Canada) Ltd.

PanCanadian Petroleum Limited

Petro-Canada

Poco Petroleums Ltd.

Procureur Général du Québec

Renaissance Energy Ltd.

Shell Canada Limited

Suncor Inc.

Traction Capital

Trans Mountain Pipe Line Company Ltd.

Wascana Energy Inc.

# Introduction

### 1.1 The Applications

Interprovincial Pipe Line Inc. ("IPL") filed an application dated 7 September 1995 with the National Energy Board ("the Board" or "NEB"), for an Order pursuant to Part III, section 58 of the *National Energy Board Act* ("the Act"), for authorization to construct additional facilities on its pipeline system in western Canada and for Orders pursuant to Part IV of the Act respecting toll design and tariffs.

The proposed facilities, known as the System Expansion Program, would consist of seven Line 2A pumping unit additions at the Edmonton, Strome, Hardisty, Cactus Lake, Kerrobert, Bethune and Glenavon stations; 34 impeller trims of Line 2 pumps to prevent motor overloading; four new Line 13 pump stations at existing IPL locations at Odessa, Langbank, Souris and St. Leon; four Line 13 pumping unit additions at Kerrobert, Loreburn, Regina and Cromer; Drag Reducing Agent ("DRA") injection connections at various Line 2 and Line 13 stations; and two 23 850 m³ (150,000 barrel) tanks, one at Hardisty and one at Cromer. The proposed expansion, at an estimated cost of \$86,000,000, would increase delivery capability of the existing IPL system to Chicago by 18 900 m³/d (120,000 b/d). As part of its application, IPL filed letters of support from ten of its shippers¹.

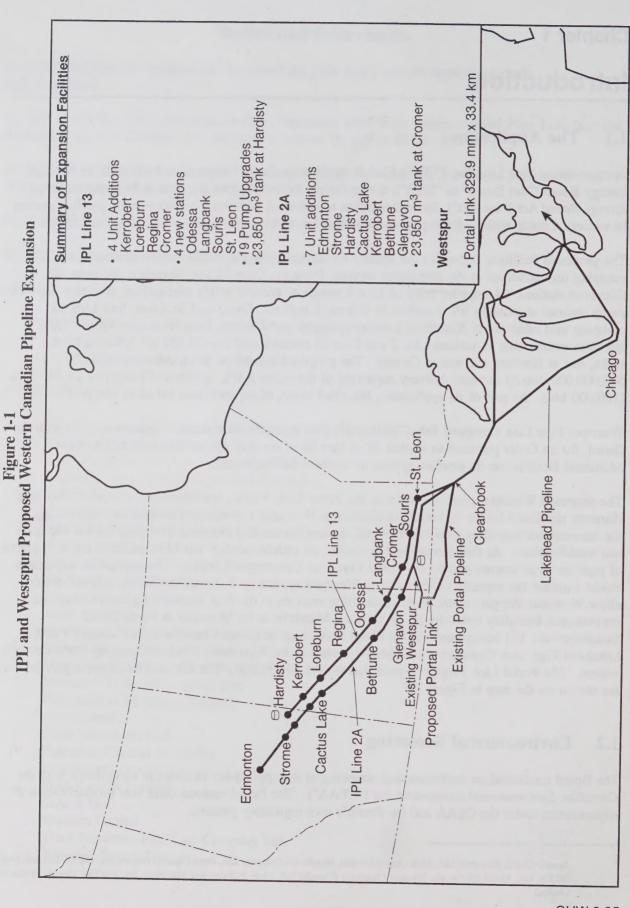
Westspur Pipe Line Company Inc. ("Westspur") filed an application dated 7 September 1995 with the Board, for an Order pursuant to section 58 of Part III of the Act, for authorization to construct additional facilities on its pipeline system in southern Saskatchewan.

The proposed Westspur project, known as the Portal Link Project, would consist of a new 323.9 mm diameter pipeline 33.4 km in length, originating at Westspur's Steelman Terminal and terminating at the international boundary near North Portal, Saskatchewan, and Steelman Pumping Station additions and modifications. At the international boundary, an interconnection would be made to a new segment of pipeline to be constructed by the Portal Pipe Line Company ("Portal"). The applied-for expansion would increase the capacity of the existing Westspur system by 7 950 m³/d (50,000 b/d) and would allow Westspur shippers to transport crude oil to markets in the U.S. midwest region, crossing the international boundary either by IPL at Cromer, Manitoba or by Westspur at North Portal, Saskatchewan. Oil transported via the Portal Link could access at Clearbrook, Minnesota either the Lakehead Pipe Line Company ("Lakehead") system or the Minnesota Pipeline Company ("Minnesota") system. The Portal Link Project is estimated to cost \$5,250,000. The IPL and Westspur expansions are shown on the map in Figure 1-1.

### 1.2 Environmental Screening

The Board conducted an environmental screening of the applied-for facilities in compliance with the *Canadian Environmental Assessment Act* ("CEAA"). The Board ensured there was no duplication in requirements under the CEAA and the Board's own regulatory process.

Amoco Canada Resources Ltd., Shell Canada Limited, Murphy Oil Company Ltd., Petro-Canada Products, Imperial Oil Limited, Koch Oil Co. Ltd., Mobil Oil Canada, Novacor Chemicals (Canada) Ltd., Clark Refining and Marketing, Inc. and Gulf Canada Resources Limited



The Board determined that, taking into account the implementation of IPL's and Westspur's proposed mitigative measures and those set out in the attached conditions, the projects are not likely to cause significant adverse environmental effects. This represents a decision pursuant to paragraph 20(1)(a) of the CEAA.

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# **Supply and Markets**

### 2.1 Supply

IPL provided a forecast of production of western Canadian crude oil to the year 2007, which was based on the responses to its industry survey. Respondents to the survey were requested by IPL to base their projections on a reference West Texas Intermediate ("WTI") price at Cushing, Oklahoma that increases from \$US 19 per barrel in 1995 to \$US 27 per barrel in 2007, in constant 1995 dollars. Respondents were also asked to base their responses on a light/heavy crude oil price differential between WTI and Bow River crude at Chicago, Illinois that rises from \$3 US per barrel in 1995 to \$US 6 per barrel by 2007. IPL forecasted that total production of crude oil and equivalent from western Canada would average 318 900 m³/d (2,006,000 b/d) in 1995, would increase to an average peak of 324 500 m³/d (2,041,000 b/d) in 1998, and would then decline to an average of 262 100 m³/d (1,648,000 b/d) in 2007. IPL stated that, unless expanded, the IPL system was expected to be capacity constrained on an annual basis from 1997 to 2001 and periodically thereafter, due to seasonal and demand fluctuations. None of the intervenors challenged IPL's forecast of western Canadian crude oil production.

In support of its application, Westspur provided a forecast of the supply of crude oil for its service area in the Weyburn/Midale/Alida region of southeastern Saskatchewan for the period from 1995 to 2003. Westspur derived this forecast by adjusting projections released in June 1995 by the Saskatchewan Department of Energy and Mines. The forecast was broken down into Light Sour ("LSB") and Midale crude oil streams. Westspur forecast that production of LSB from its service area would increase from an average of 16 700 m³/d (105,000 b/d) in 1995 to 18 500 m³/d (116,000 b/d) in 2003 and that Midale crude would increase from an average of 9 600 m³/d (60,000 b/d) in 1995 to 10 400 m³/d (65,000 b/d) in 2003. None of the intervenors challenged Westspur's forecast of crude oil supply for its service area.

#### Views of the Board

For the purposes of dealing with the current application, the Board recognizes the uncertainties associated with forecasts of the supply of crude oil. However, it accepts as reasonable, the forecasts of supply of crude oil submitted by IPL and Westspur.

#### 2.2 Markets

IPL submitted that there is a market for the increased throughput and that it was of the view that the Chicago market is expected to remain the most attractive market for western Canadian crude oil producers. IPL concluded that with the expansion facilities in place, the producing sector revenues at Edmonton over the period 1997 to 2006 would be expected to increase by \$784 million, on a net present value basis, over revenues which would be available absent the System Expansion Program. IPL further submitted that the expansion facilities could eliminate potential discounting of Canadian crude oil, due to reliability considerations, in the Chicago market.

Westspur submitted that the Portal Link would allow shippers to transport crude oil to Ontario and Petroleum Administration for Defense District II ("PADD II") through IPL at Cromer, Manitoba or through its expansion facilities to the international boundary. Crude oil delivered to the Portal pipeline system in the United States could access at Clearbrook, Minnesota either Lakehead's or Minnesota's system. Westspur also stated that the reduction in receipts of crude oil to IPL at Cromer, as a result of the Portal Link, would reduce apportionment levels at Cromer and significantly reduce or eliminate the potential of shut-in crude oil for southeast Saskatchewan producers.

During this proceeding, questions were raised by intervenors regarding the effects on the applied-for facilities of the reversal of IPL's Sarnia to Montreal pipeline (Line 9) and the construction of the proposed Express pipeline, currently before the Board. For the purpose of this application, IPL assumed that Line 9 would be reversed in 1997 and would transport 25 400 m³/d (160,000 b/d) in 1997 and 41 300 m³/d (285,000 b/d) thereafter. IPL provided the results of its disposition analysis, which used these assumptions, and a discussion of how the System Expansion Program accommodates the reversal of Line 9. Moreover, IPL stated that the applied-for facilities would be required whether or not the Express pipeline was built.

In argument, Express stated its belief that IPL's analysis did not adequately address the impacts of the potential Line 9 reversal. Express also stated that it wished to ensure that adverse impacts would not be inadvertently created for the Express Pipeline project, with respect to the availability of supply, because of the approval of the applications of IPL and Westspur.

#### Views of the Board

In examining this application, the Board considered the potential impacts of both a Line 9 reversal and the construction of the Express pipeline. The Board is satisfied that IPL and Westspur have appropriately taken account of the potential effects of these events.

## **Facilities**

### 3.1 IPL Expansion Facilities

#### **3.1.1** Pumps

On Line 2, IPL applied to add seven pumping units at existing pump stations at the Edmonton, Strome, Hardisty, Cactus Lake, Kerrobert, Bethune and Glenavon stations; upgrade three pumping units at Cromer and trim impellers on 34 existing Line 2 pumps to prevent motor overloading. On Line 13, IPL applied to add four new pump stations (twelve pumping units in total) at existing IPL locations at Odessa, Langbank, Souris and St. Leon; add four pumping units at existing pump stations at Kerrobert, Loreburn, Regina and Cromer, and upgrade 19 pumping units.

#### 3.1.2 Tankage

IPL proposed to install two 23 850 m<sup>3</sup> (150,000 barrel) tanks, one at Hardisty and one at Cromer.

#### 3.1.3 Drag Reducing Agent

DRA is a chemical additive that reduces the pressure gradient in the section of pipe in which it has been injected. IPL proposed to connect additional DRA injection skids at various locations on Line 2 and Line 13 to increase throughput capacity.

#### Views of the Board

The Board is of the view that the applied-for pump additions and modifications and the applied-for tankage are appropriate for the purposes of the proposed expansion. The Board is satisfied that the designs for the foregoing equipment are safe, and that construction and commissioning would be monitored to ensure that all standards and design requirements are met. Therefore, pursuant to section 58 of the Act, the Board exempts such pump station facilities and tank facilities from the requirements of leave to open.

The Board is also of the view that the use of DRA is a cost effective means of gaining additional capacity without adding facilities.

### 3.2 Westspur Portal Link

The proposed Westspur project, estimated to cost \$5,250,000, would consist of a new 323.9 mm diameter pipeline 33.4 km in length, originating at Westspur's Steelman Terminal and terminating at the international boundary near North Portal, Saskatchewan; and Steelman Pumping Station additions and modifications. At the international boundary, an interconnection would be made to a new segment of pipeline to be constructed by Portal. The applied-for expansion would increase the capacity of the existing Westspur system by 7 950 m³/d (50,000 b/d) and would allow Westspur shippers to transport crude oil to markets in the U.S. midwest region, crossing either by IPL at Cromer, Manitoba or by Westspur at North Portal, Saskatchewan.

### Views of the Board

The Board is of the view that the design and configuration of the proposed pipeline are appropriate and safe for their intended purpose. Pursuant to section 58 of the Act, the Board exempts such facilities from the requirements of leave to open.

# **Environmental and Financial Matters**

#### 4.1 Environmental Matters

The Board has completed an Environmental Screening Report pursuant to the *Canadian Environmental Assessment Act* and the Board's own regulatory process. In accordance with Hearing Order OHW-2-95, the Environmental Screening Report was released to those parties who requested a copy from the Board and federal agencies that had provided specialist advice on the proposed facilities, as well as to the Applicants.

The Board has considered the Environmental Screening Report and the comments received on the report and is of the view that, taking into account the implementation of the proposed mitigative measures and those set out in the attached conditions, the IPL and Westspur projects are not likely to cause significant adverse environmental effects. This represents a decision pursuant to paragraph 20(1)(a) of the CEAA.

The comments received, and the Board's views, have been added to the Environmental Screening Report as Appendices I and II respectively. Copies of the Board's Environmental Screening Report are available upon request from the Board's Regulatory Support Office.

#### 4.2 Financial Matters

### 4.2.1 Tolling Methodology

IPL proposed no change in toll design treatment for the System Expansion Program facilities from the current NEB approved methodology. IPL submitted that the System Expansion Program is a capital program related to an extension of the existing services it provides to shippers. IPL sought approval for the costs of the Program to be tolled on an integrated basis with the IPL Older System Facilities. None of the interested parties questioned IPL's applied-for tolling methodology.

### 4.2.2 Treatment of Capital and Operating Costs

IPL requested that the Board find that the capital and operating costs relating to the System Expansion Program constitute a Non-Routine Adjustment in accordance with the Principles of Settlement, filed in support of its February 1995 Incentive Toll Application. None of the interested parties expressed any concerns with regard to IPL's proposed treatment of the capital and operating costs relating to the Program as a Non-Routine Adjustment.

#### Views of the Board

The Board accepts IPL's evidence that the proposed System Expansion Program is an extension of the existing services IPL provides to its shippers and that it is, therefore, appropriate that the costs be rolled-in. Additionally, the Board believes the capital and operating costs of the Program would be a Non-Routine Adjustment under the terms of IPL's February 1995 Incentive Toll Settlement.

# **Disposition**

The foregoing, together with Orders XO-1-96 and XO-2-96, constitute our Decision and Reasons for Decision on this matter. The Board accepts the supply and markets information provided by IPL and Westspur as reasonable. In addition, the Board finds that the System Expansion Program and the Portal Link Project are appropriately designed expansions intended to fulfil the demand for additional capacity on the IPL and Westspur systems.

With regard to Part IV matters, the Board approves a rolled-in tolling methodology for the System Expansion Program. In addition, the Board finds that the capital and operating costs relating to the Program constitute a Non-Routine Adjustment in accordance with paragraph 7.1(a)(i) of the principles of settlement, filed in support of IPL's February 1995 Incentive Toll Application approved by NEB order TO-1-95 issued 24 March 1995.

R/L. Andrew

Presiding Member

R. Priddle

Member

K.W. Vollman

Member

Calgary, Alberta January, 1996

### Appendix I

## Order XO-J1-1-96

IN THE MATTER OF the National Energy Board Act ("the Act") and the regulations made thereunder; and

IN THE MATTER OF an application pursuant to section 58 of the Act, by Interprovincial Pipe Line Inc. ("IPL"); filed with the Board under File: 3405-M093-1.

BEFORE the Board on 11 January 1996.

WHEREAS the Board has received an application from IPL, dated 7 September 1995, for approval to add certain facilities to its pipeline system;

AND WHEREAS pursuant to the Canadian Environmental Assessment Act ("CEAA"), the Board has performed an environmental screening of the proposal and has considered the information submitted by IPL and others;

AND WHEREAS the Board has determined, pursuant to paragraph 20(1)(a) of the CEAA, that taking into account the implementation of IPL's proposed mitigative measures and those set out in the attached conditions, the proposal is not likely to cause significant adverse environmental effects;

AND WHEREAS the Board has examined the application and considers it to be in the public interest to grant relief;

IT IS ORDERED that the projects listed and described in the attached Schedule A are exempt from the provisions of sections 30, 31 and 47 of the Act,

Upon the following conditions:

- 1. Unless the Board otherwise directs, IPL shall implement or cause to be implemented all of the policies, practices, recommendations, and procedures for the protection of the environment included in or referred to in its application, its undertakings made to the Department of Fisheries and Oceans, or as otherwise adduced in the OHW-2-95 proceeding.
- 2. Unless the Board otherwise directs prior to 31 December 1997, this Order shall expire on 31 December 1997 unless the construction and installation with respect to each of the facilities has commenced by that date.

NATIONAL ENERGY BOARD

J. S. Richardson Secretary

# Order XO-J1-1-96 SCHEDULE A

Interprovincial Pipe Line Inc. - System Expansion Program

Station	Units	Description	Estimated Cost (\$000)
Edmonton	2.1 2.2 2.4	Impeller trim	62 300
	2.5	Unit addition	
	Line 2	DRA skid	
Kingman	2.1	Impeller trim	
3	Line 2	DRA skid	
Strome	2.3	Unit addition	
Hardisty	2.4	Unit addition	
22414101	Line 2	DRA skid	
	13.1 13.2 13.3	Upgrade pump	
	Line 13	DRA skid	
Metiskow	2.2 2.3	Impeller trim	
	Line 2	DRA skid	
Cactus Lake	2.2	Impeller trim	
Cacius Lake	2.3	Unit addition	
	Line 2	DRA skid	
Kerrobert	2.1 2.2 2.3	Impeller trim	
Kellobelt	2.4	Unit addition	
	Line 2	DRA skid	
	13.1 13.2	Upgrade pump	
	13.3	Unit addition	
	Line 13	DRA skid	
Herschel	2.1 2.2	Impeller trim	
Milden	2.2 2.3	Impeller trim	
WINGEN	Line 2	DRA skid	
Loreburn	2.3	Impeller trim	
Lorebuili	Line 2	DRA skid	
	13.1 13.2	Upgrade pump	
	13.1 13.2	Unit addition	
	Line 13	DRA skid	
Croils	2.1 2.2	Impeller trim	
Craik	Line 2	DRA skid	
Dathuma	2.2	Impeller trim	
Bethune		Unit addition	
Dogino	2.3	Impeller trim	
Regina	2.1 2.2 Line 2	DRA skid	
	Line 2	DAA SKIU	

### Order XO-J1-1-96 SCHEDULE A - continued

Station	Units	Description	Estimated Cost (\$000)
Regina	13.1 13.2 13.3 2.1	Upgrade pump Unit addition Impeller trim	
White City	Line 2 2.1	DRA skid Impeller trim	
Odessa	Line 2 2.3 13.1 13.2 13.3 Line 13	DRA skid Impeller trim New station DRA skid	
Glenavon	2.4 Line 2 13.1 13.2 13.3	Unit addition DRA skid Upgrade pump	
Langbank	2.2 Line 2 13.1 13.2 13.3	Impeller trim DRA skid New station	
Cromer	2.1 2.2 2.3 2.4 2.5 13.1 13.2 13.3	Upgrade pump Impeller trim Upgrade pump Unit addition	
Souris	2.1 2.2 2.3 13.1 13.2 13.3 Line 13	Impeller trim New station DRA skid	
Glenboro	2.5 13.1 13.2 13.3	Impeller trim Upgrade pump	
St. Leon Manitou Gretna	13.1 13.2 13.3 2.1 2.2 2.3 2.4 13.1 13.2 Line 13	New station Impeller trim Upgrade pump DRA skid	
Hardisty Cromer	Tank 45 - Line 2 Tank 103 - Line 13	New tank New tank	12 300
		G & A	2 800
		AFUDC	3 600
		Engineering	5 000
Total Estimated Capital Cost			86 000

### Appendix II

## Order XO-W2-2-96

IN THE MATTER OF the National Energy Board Act ("the Act") and the regulations made thereunder; and

IN THE MATTER OF an application pursuant to section 58 of the Act, by Westspur Pipe Line Company Inc. ("Westspur"); filed with the Board under File: 3405-M093-1.

BEFORE the Board on 11 January 1996.

WHEREAS the Board has received an application from Westspur, dated 7 September 1995, for approval to add certain facilities to its pipeline system;

AND WHEREAS pursuant to the Canadian Environmental Assessment Act ("CEAA"), the Board has performed an environmental screening of the proposal and has considered the information submitted by Westspur and others;

AND WHEREAS the Board has determined, pursuant to paragraph 20(1)(a) of the CEAA, that taking into account the implementation of Westspur's proposed mitigative measures and those set out in the attached conditions, the proposal is not likely to cause significant adverse environmental effects;

AND WHEREAS the Board has examined the application and considers it to be in the public interest to grant relief;

IT IS ORDERED that the projects listed and described in the attached Schedule A are exempt from the provisions of sections 30, 31 and 47 of the Act,

Upon the following conditions, unless the Board otherwise directs:

- 1. Westspur, in respect of the right-of-way, temporary work space, and all new access required, shall implement or cause to be implemented all of the policies, practices, recommendations, and procedures for the protection of the environment included in or referred to in its application, its undertakings made to the Department of Fisheries and Oceans, Environment Canada and the Prairie Farm Rehabilitation Administration, or as otherwise adduced in the OHW-2-95 proceeding.
- 2. Westspur shall construct in accordance with the construction schedule outlined in its application (i.e. mid-July to mid-September).
- 3. Westspur, prior to the commencement of construction, except as provided in subsection (b), shall:
  - (a) demonstrate to the Board that all required land rights have been obtained along the entire Portal Link Project; and
  - (b) in the event that all required land rights have not been acquired, any portion or portions thereof may be constructed provided that, prior to commencing construction

on any portion or portions of the Portal Link Project, Westspur shall demonstrate to the satisfaction of the Board, that the rights, as prescribed in the Act, of the landowners, along the portion or portions for which Westspur has not yet obtained the required land rights, will not be prejudiced by the construction of the portion or portions of the Portal Link Project.

- 4. Westspur shall file for Board approval any plans that require a deviation from the route identified during the OHW-2-95 proceeding that would affect lands beyond the areas assessed. The information provided in respect of each such deviation shall include:
  - (a) the results of public consultation;
  - (b) the identity of all affected landowners and the status of land acquisition; and
  - (c) an environmental issues list identifying all relevant issues (i.e. land use, wildlife, fisheries, soils, archaeological resources, etc.), the potential environmental effects, and the associated mitigation measures to render those effects insignificant.
- 5. Westspur shall, at least 10 days prior to the commencement of construction of the approved facilities, file with the Board a detailed construction schedule, including the open cut crossing, and shall notify the Board of any modifications to the schedule or schedules as they occur.
- 6. Westspur shall, prior to the commencement of construction, file with the Board copies of all provincial permits or authorizations which contain environmental conditions for the applied-for facilities as well as maintain an information file in its construction office which would include any changes made in the field and permits obtained following the commencement of construction.
- 7. Westspur shall, 15 working days prior to the commencement of construction, file a detailed mitigation plan for the banks of the Souris River for Board approval. This should include, but not be limited to: results of further consultation with DFO in regard to instream spoil storage; details of the feasibility of minimizing the right-of-way; plans for storing and maintaining vegetation prior to replanting; and plans for ensuring successful growth of replanted vegetation.
- 8. Westspur shall, during topsoil stripping along the right-of-way, retain on-site a soil specialist familiar with native prairie soils, or an Environmental Inspector specialized in soil handling and familiar with native prairie soils, to provide guidance with respect to topsoil stripping.
- 9. Westspur shall, during construction and in consultation with appropriate regulatory agencies, ensure that specialized habitat for wildlife and plants with a designated status, all song birds and all raptors will be avoided, relocated or restored.
- 10. (a) Westspur shall file with the Board a post-construction environmental report within six months of the in-service date.
  - (b) The post-construction environmental report referred to in subsection (a) shall set out the environmental issues that have arisen up to the date on which the report is filed and shall:

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- (i) indicate those issues resolved and those unresolved; and
- (ii) describe the measures Westspur proposes to take in respect of the unresolved issues.
- (c) Westspur shall file with the Board, on or before the 31 December that follows each of the first two complete growing seasons after the post-construction environmental report referred to in subsection (b) is filed:
  - (i) a list of the environmental issues indicated as unresolved in the report and any that have arisen since the report was filed; and
  - (ii) a description of the measures Westspur proposes to take in respect of any unresolved environmental issue.
- 11. Unless the Board otherwise directs prior to 31 December 1997, this Order shall expire on 31 December 1997 unless the construction and installation with respect to each of the facilities has commenced by that date.

NATIONAL ENERGY BOARD

J. S. Richardson Secretary

### Order XO-W2-2-96 SCHEDULE A

Westspur Pipe Line Company Inc. - The Portal Link Project

Description	Estimated Cost (\$000)
Pipeline Station piping Pumping equipment Metering Other facilities	4 060 207 70 150 207
G & A	40
AFUDC	125
Engineering	391
Total Estimated Capital Cost	5 250



